

Message Text

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TO SECSTATE WASHDC 9836

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SUBJECT: USE OF TITLE II RELIEF GRAINS FOR ADDITIONAL FOOD FOR
WORK PROGRAMS

REF: STATE 266661

1. FOLLOWING IS PRELIMINARY ANALYSIS OF POTENTIAL FOR FFW
ACTIVITY REQUESTED REFTTEL.

2. LIKELY ONLY VERY SMALL AMOUNT OF TOTAL FOODGRAINS APPROVED
FOR EMERGENCY DROUGHT RELIEF PURPOSES CAN OR WILL BE USED IN
FFW PROJECTS. WFP HAS BEEN TRYING ORGANIZE EFFECTIVE FFW PROJECTS
WITH GON FOR PAST SEVERAL YEARS, WITH LITTLE SUCCESS. LARGE
PORTION OF WFP GRAIN APPORVED FOR 1974 EMERGENCY RELIEF WAS
ACTUALLY DESIGNATED FOR FFW PROJECTS. HOWEVER, WITH NO REAL
PROJECTS ORGANIZED, FOOD WAS UTILIZED FOR EMERGECENY FEEDING IN
FOOD DEFICIENT AREAS. WFP REP REPORTS THAT GON NOW "OWES"
WFP 10,000-12,000 MT GRAIN WHICH MUST BE REPAID FROM GON STOCKS
FOR USE IN FUTURE WFP-FFW PROJECTS AT SUCH TIME AS PROJECT
ACTIVITY ORGANIZED. WFP REP SKEPTICAL WHETHER REPAYMENT WILL
EVER TAKE PLACE.

3. GON HAS RECENTLY PRESENTED RDO WITH COMPLETE DOSSIER
FFW PROJECT. PROJECT ENTITLED "PROPOSED EXECUTION OF
COMMUNAL WORK (TRAVAUX COMMUNSAUTAIRE) WITH THE ASSISTANCE
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OF WFP" PREPARED BY THE MINISTRY OF PUBLIC WORKS. OBJECT

OF THE PROPOSAL IS THE RESURFACE FOUR PORTIONS OF LATERITE ROAD TOTALING 78.2 KILOMETERS. IN CAREFULLY DETAILED PRESENTATION AND BUDGET, PROJECT CALLS FOR 132 MILLION CFA (\$600,000) TO COVER OPERATIONAL EXPENSES INCLUDING WORKERS' SALARY OF 265 CFA PER DAY, AND 66 MILLION CFA (\$300,000) TO PURCHASE 10 HEAVY DUTY TRUCKS. TOTAL FOOD RATIONS REQUIRED TO SUPPLEMENT COMPENSATION FOR WORKER AND FOUR DEPENDENTS IS 156 MT SORGHUM, 7.8 MT OIL, 7.8 MT FISH. WFP HAS AGREED PROVIDE FOOD. RDO HAS BEEN REQUESTED ASSIST WITH FINANCING.

4. WHILE COSTS OF ABOVE PROJECT APPEAR EXCESSIVE IN TERMS OF WORK TO BE ACCOMPLISHED, BELIEVE THIS PROJECT ILLUSTRATES BASIC MINCONCEPTION IN MAY REFERENCES TO PROGRAMMING OF FFW PROJECTS. IN FACT, FOOD USUALLY REPRESENTS ONLY MINOR INPUT INTO FFW PROJECT ACTIVITY. PROJECTS MUST FIRST BE CONCEIVED AND PLANNED IN DETAIL, FINANCING ARRANGED FOR TOOLS,EQUIPMENT, TRANSPORTATION AND LOGISTICS, SALARIES, ETC. PROJECT MANAGEMENT AND ADMINISTRATIVE REQUIREMENTS MUST BE MET. COORDINATION BETWEEN PLANNING AND ORGANIZING FUNCTIONS USUALLY AT A GOVERNMENT DEPARTMENT LEVEL AND THE PROJECT OPERATIONS, USUALLY AT A LOCAL LEVEL, UMST BE ASSURED. ONCE ALL THESE REQUIREMENT HAVE BEEN TAKEN INTO CONSIDERATION, A FOOD RATION FOR WORKERS CAN BE ADDED TO THE PROJECT AS A STIMULUS. BUT MERELY SUGGESTING THE AVAILABILITY OF FOOD IN EXCHANGE FOR WORK OF COURSE NOT NEARLY SUFFICIENT.

5. MANY OF THE LARGE SCALE GOVERNMENT SPONSORED FFW PROJECTS WHICH HAVE TRADITIONALLY SERVED AS MODELS WERE CARRIED OUT IN ASIAN COUNTRIES. FFW IS BY DEFINITION A LABOR INTENSIVE ACTIVITY. AVAILABILITY OF CONCENTRATED POPULATION OF ABLE-BODIED WORKERS IS SINA QUA NON FOR SUCH TYPES OF PROJECTS. AS OPPOSED TO THIS, SITUATION ACROSS THE SAHEL IS EXACT OPPOSITE, WITH RELATIVELY SMALL NUMBERS OF PEOPLE LIVING IN VAST AREA OF LOW POPULATION DENSITY. NOMAD REFUGEE CAMPS NOW DISBANDED NIGER THEREFOR ELIMINATING POSSIBILITY FFW PROJECTS IN CAMPS. BELIEVE PROSPECT OF REORGANIZING WORK PROSPECTS IN REFUGEE CAMP WHERE THE HUNGRIEST OF THE HUNGRY HAVE GATHERED RAISES ENTIRELY DIFFERENT RANGE OF PROBLEMS.

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6.US VOLAGS (CARE, CRS, ETC.) AND OTHER PRIVATE AND VOLUNTEER GROUPS HAVE HAD SOME SUCCESS IN ORGANIZING FFW PROJECTS ON THE VILLAGE LEVEL. HOWEVER, THIS TYPE OF ACTIVITY USUALLY RESULTS FROM THE REGULAR OR CONTINUING PRESENCE OF AN OUTSIDE ANIMATOR TO ORGANIZE AND COORDINATE THE WORK. IT IS NORMALLY LIMITED TO SMALL-SCALE AND BASIC IMPROVEMENTS IN THE VILLAGE AND NORMALLY RESPONDS TO A SPECIFIC FELT NEED OF THE COMMUNITY. THE ADDITION OF FOOD MAY SERVE AS AN INCENTIVE TO HELP

ACCOMPLISH THE COMMUNAL LABOR, BUT THE WORK IS ACCOMPLISHED THROUGH THE EFFORTS OF AN ORGANIZING FORCE AND NOT BECAUSE FOOD IS MADE AVAILABLE.

7. CARE AND CWR ARE BOTH ACTIVE IN RELIEF AND RECONSTRUCTION PROGRAMS IN NIGER ALTHOUGH NEITHER AGENCY OPERATES A PL480 TITLE II PROGRAM. CARE, CWS AND WFP ARE ALL WORKING WITH THE TRAVAUX COMMUNAUTAIRE PROGRAM OF THE MINISTRY OF DEVELOPMENT. WHENEVER APPROPRIATE, FFW PROJECT ACTIVITY IS IDENTIFIED, APPROVED EMERGENCY RELIEF FOOD WILL BE MADE AVAILABLE TO SUPPORT SUCH ACTIVITY.

8. BELIEVE THE FOOD RESOURCE MANAGEMENT MEETING IN WEST AFRICA SCHEDULED FOR MARCH, 1975 PER PARAGRAPH 9 REFTEL WILL BE APPROPRIATE TIME TO DISCUSS IN-DEPTH PROBLEMS OF INITIATING FFW IN THE SAHEL. HECK

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